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EVALUATION OF THE TRAINMAR PROGRAMME

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Executive Summary

The basic concept of the Trainmar technical assistance programme - which is now in its twenty-second year - involves a network of national and regional training centres. These work in accordance with accepted pedagogic and substantive standards for the purpose of capacity building in the maritime sector. The concept represents a valuable contribution to development.

During its first decade, the programme succeeded in the building of a global network. It contributed importantly to sustainable training capability in several parts of the world, while other parts still require much further development to these ends. The network includes the UNCTAD Central Support Team (CST), which is meant to provide quality control, guidance and service to national and regional centres, and programme and network management. On the whole network development stagnated towards the end of the last decade as compared with the first.

The Trainmar methodology of course design and delivery is basically sound. However, in its current form it fails to take into account modern developments in pedagogic technology as well as the flexibility required by

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changes in the organization of international commerce and supply chain management, and by the differences in the state of development of the various parts of the network.

The basic curriculum consists of about 30 generic courses from before 1990. With two or three exceptions these courses are outdated. They reflect a heavy concentration on conventional port management and operations. The curriculum would need extensive restructuring and modernization in order to regain validity and relevance. Important additions have been made to the curriculum by centres in the network. There is a need for overall integration, *inter alia* with a view to offering educational degrees in addition to training.

Effective programme implementation would depend, *inter alia*, on continuous and multidisciplinary substantive support of the programme in maritime transport, global logistics and commerce. There seems to be no working basis for this in the UNCTAD secretariat, nor is the CST adequately staffed for such purposes. The use of external consultants may partly, but not wholly, remedy these deficiencies. The inclusion of updated academic and technical organizations in the network might contribute to filling such gaps, but could not be expected to fill the managerial and coordinating voids that have been identified.

There is considerable overlap of purpose and contents between Trainmar and other UNCTAD training programmes (e.g. Trainfortrade, Port Certificate), as well as with those of other organizations, such as ITC and ILO. There is little evidence, if at all, of coordination between these programmes.

After more than 20 years, programme implementation has little managerial foundation in precise objectives and timeframes. The recommendations that followed from previous programme reviews were only implemented to a limited extent. The same applies to the recently formulated action plan, for which there is no comprehensive budgetary basis or financial strategy. Various forms of commercialization take place in some parts of the network, over which UNCTAD seems to have no control.

On the whole, the CST would seem to have lost managerial control of the programme. This is due to a lack of pedagogic, substantive and managerial capacity in UNCTAD. The evaluation team sees no prospects of effective UNCTAD management and substantive support of the Trainmar network on a standalone basis. The Trainmar programme in its current form should therefore be terminated. The team does see, however, possibilities of merging certain Trainmar components with other capacity building programmes in UNCTAD, and in coordinating these with those of, for example, ITC, ILO and IMO, if supported by appropriate managerial structures and financial provisions.

CONTENTS

1. INTRODUCTION: THE TASK 5

1.1 METHOD 7

2. THE TRAINMAR PROGRAMME - CONCEPTS AND ISSUES 8

2.1 TRAINMAR'S PURPOSE, GENERAL STRATEGY AND SCOPE 9
2.2 ORGANIZATION 10
2.2.1 THE TRAINMAR CONSTITUTION 10
2.2.2 THE NETWORK ORGANIZATION 11
2.2.3 THE CENTRES 14
2.2.4 THE CENTRAL SUPPORT TEAM 16
2.3 THE PEDAGOGIC MODEL 19
2.4 THE CURRICULUM 21
2.5 FINANCE 22
2.6 PARALLEL PROGRAMMES 24
2.7 LEGAL ISSUES 26
2.7.1 UNCTAD'S MANDATE IN REGARD TO TRAINMAR 26
2.7.2 SUBSTANTIVE BASIS FOR TECHNICAL ASSISTANCE 26
2.7.3 COMMERCIAL EXPLOITATION OF TRAINMAR 27

3. ASSESSMENT OF PERFORMANCE 27

3.1 RELEVANCE 28
3.2 EFFECTIVENESS 30
3.3 EFFICIENCY 31
3.4 IMPACT 32
3.5 SUSTAINABILITY 32
3.6 COMPARATIVE ADVANTAGE 33

4. CONCLUSION AND RECOMMENDATIONS 35

Attachment: Terms of reference and logical framework *38*

FIGURES:

Figure 1: A systematic approach to evaluation 7
Figure 2: The principle of the Trainmar network 13
Figure 3: Institutional location of Trainmar centres 14
Figure 4: The CST in UNCTAD 18
Figure 5: The pedagogic model 19
Figure 6: The substantive scope - courses in the Trainmar curriculum 21
Figure 7: Cash flow (payment and contributions) in the network 23
Figure 8: Multidisciplinary approach to the value chain 29

TABLES:

Table 1: Centres joining the Trainmar network 12
Table 2: CST staffing in person/years since 1990 16
Table 3: Trainmar project funding 1990 - 2001 (US$) 24
Table 4: Comparative advantage in regard to Trainmar tasks 34

I. INTRODUCTION: THE TASK

1. Trainmar was initiated as a technical assistance programme by UNCTAD 22 years ago, in 1980. Its stated purpose was to provide training in maritime operations and management. The concept involved establishing facilities for maritime training in a network of national and regional centres. The network would be supported by substantive and pedagogic expertise from the UNCTAD secretariat, namely the Central Support Team (CST). The network organization was to facilitate a continuous flow of information and training programmes. It was also, particularly by the medium of the CST, to ensure quality management and control.

2. Two pedagogic tools were provided in support of the Trainmar concept: a set of guidelines for the design of training programmes, and a set of guidelines for delivery of training courses. This came to be called the Trainmar Methodology.

3. Sustainability of course design and delivery capabilities in the centres and within the network as a whole were sought by providing trainer development courses by the CST. Moreover, the CST would assist with the design of a portfolio of generic courses upon which the centres would be able to draw in accordance with their needs.

4. From its inception and until 1988, the Trainmar centres and the CST were supported by project funds, primarily from UNDP. In 1988, UNDP indicated its withdrawal from the programme. At that stage, therefore, Trainmar was established as a regular UNCTAD activity, while the centres were expected to maintain full responsibility for their own activities. Today, the Trainmar network is stated by the CST to consist of more than 50 centres of different categories, grouped in eight regional networks[1].

5. An independent team[2] evaluated Trainmar in 1989. This, among other sources, provided input to a subsequent secretariat evaluation of the whole UNCTAD Technical Co-operation Programme in the Field of Maritime and Multimodal Transport[3]. The assessment of Trainmar provided in this report[4] is included in annex 1 of the "Supporting documentation"(UNCTAD/EDM/Misc.175).

6. A consolidated summary of the views of the two evaluators would indicate that they found considerable merit in the Trainmar programme[5]. They identified, however, a number of weaknesses that would have to be addressed in its continuation: doubts as to the sustainability of the centres in the event of withdrawal of expert advice; doubts as to whether

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1 Attachment, part 1, Terms of reference, para 2.

2 Professor P. Bauchet of the University of Paris, and Dr. B.J. Thomas of the University of Wales.

3 *Evaluation of the Technical Co-operation Programme in the Field of Maritime and Multimodal Transport*. Report by the UNCTAD secretariat, TD/B/C.4/331 (18 April 1990) and TD/B/C.4/331/Add.1 (19 April 1990).

4 Ibid. paras 21 - 43.

5 *Implementation of the Trainmar Action Plan: Final Report*. UNCTAD/SDD/TRN/1, 2 June 1994, paras 4-42.

the global network could maintain a sufficient rate of growth; doubts as to whether UNCTAD could provide sufficient central support within the fixed budget of the organization; the varied quality of the developed courses, despite the nominal existence of a control procedure; the preponderance of courses related to ports (i.e. the imbalance of the course portfolio); the lack of adaptation and updating of existing courses; few signs that the training offered in the programme met the apparent needs for career development training; the lack of (network) membership from the industrialized countries; the large numbers of managers being trained as trainers without taking up such positions, and the large turnover of the remainder.

7. The evaluation further concluded that, *inter alia*, the causes of the identified weaknesses were related both to the Trainmar concept and to the management system that had developed: the Trainmar methodology would not necessarily respond to the needs of modern organizations; locally developed courses would not necessarily lend themselves to use by other centres; training in course development was insufficient, and no mechanism provided for updating the trainers on new pedagogic developments; information flows in the networks were inadequate. The 1989 evaluation suggested four areas for remedial action: network organization, centre organization, course development, and the role of UNCTAD. These were accounted for in the Trainmar Action Plan (see "Supporting documentation", annex 1). The evaluation failed to establish a clear set of objectives and milestones that would facilitate strategic management of the remedial action within the continuing programme until its objectives were achieved.

8. The action plan reflects this lack[6], and also fails to clarify the duration of the continuing programme and its financial implications at national, regional and UNCTAD levels. The plan does indicate, however, a range of activities and developments that should be pursued in the continued work. With particular regard to UNCTAD's involvement, the plan indicates the following priorities: the organization must recognize the "need for staff, budgets, provision of services, and flexible procedures"; the need for support by "UNCTAD management" in seeking external financial support; the need for collaboration between Trainmar programme staff and "technical staff" of UNCTAD and other international organizations; the need to include "more experienced training centres" in the network; the need for "active co-operation" of Trainmar centres in implementation of the UNCTAD's mandates.

9. It is now more than a decade since the 1989 evaluation and its "Action Plan". The world has witnessed significant changes during this period of time that have both direct and indirect implications for the Trainmar Programme: economic liberalization and privatization in many countries; establishment of regional economic and political blocs; globalization of economic activity; consolidation of large companies into even bigger companies with extended control of the international supply chains; technological and operational innovation in the maritime clusters; advent of information and communication technologies that facilitate and necessitate new commercial organization.

10. In various ways, these developments significantly impact on the managerial patterns and needs for new competencies in companies and organizations in world maritime transport

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[6] *Ibid*., paras 142 - 151

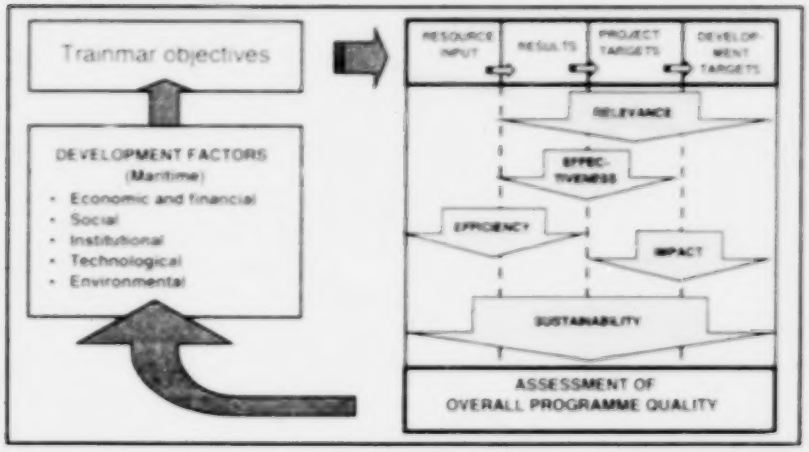
and related activities. In the wake of the above - or perhaps as one of the driving forces - the concept of manpower development is subject to new paradigms of education, training, learning, and organizational behaviour. The impact on any training effort would be obvious. During the same time span, the mandate of UNCTAD and the composition of its secretariat have changed, as has the network of international organizations that work with trade, commerce, international logistics and transport. In particular, these developments are accompanied by a series of training initiatives and programmes which overlap and complement each other, both within and external to UNCTAD.

1.1 Method

11. The terms of reference[7] establish that the five assessment criteria of relevance, effectiveness, efficiency, impact and sustainability should be applied to the Trainmar evaluation. In a wider context this implies the assumption that the programme strategy - or at least the general purpose of the project - was designed and is being maintained with a set of project targets and milestones in the field of maritime transport that stem from general development requirements.

12. Figure 1 describes an approach to evaluation which is based on this assumption:

Figure 1: A systematic approach to evaluation



13. The figure indicates how the approach would provide for: *relevance* being assessed with reference to the coincidence of project targets and results with general development targets; *effectiveness* being assessed with reference to the degree with which the programme achieves its objectives; *efficiency* being assessed with reference to the costs with which results are obtained; *impact* being assessed with reference to the effect that achieved project targets may have on development at the levels of the individual (career development),

[7] See attachment, part 1.

institutions or companies (e.g. commercial benefit), and national development, while *sustainability* would be assessed with reference to whether the Trainmar Programme is likely to leave behind a financially and substantively self-sufficient network of institutions that would continue to operate after programme termination. Programme evaluation in accordance with the above requires precise target structures and timeframes (milestones), and - to the extent possible - measurable performance indicators. The evaluation team established a logical framework for this purpose[8]. It is based on the recommendations of previous reviews, current aspirations of UNCTAD staff as they appear from interviews, and expectations registered in the field during country visits. The absence of milestones (deadlines) in the framework is due to the fact that defined time limits for achievement of objectives have been hard to come by in Trainmar. In chapter 3 on programme performance, the evaluation team notes, however, that the programme is currently in its twenty-second year. In that chapter, this is taken into account when the performance indicators established for the evaluation are considered in regard to sustainability.

14. An extensive interview guideline and questionnaire was established in order to obtain systematic feedback from the Trainmar network of training centres and their target groups[9]. For the same purpose the evaluation team visited Trainmar centres in seven countries in Central and South America, (francophone) West Africa, South and South-east Asia, and Eastern Europe[10]. During these visits more than 110 persons were interviewed: Trainmar centre management and trainers (internal and external faculty), employers in public and private sectors and employers' organizations, trainees, UNDP officials and staff from other programmes, non-Trainmar educational and training organizations, officials from ministries of transport and education, and representatives of ITC, ILO and IMO/WTU. Questionnaires were sent or given to 43 Trainmar centres in accordance with lists received from the secretariat[11]. There are 12 complete responses - a response rate of 28 per cent. This would normally be considered a reasonably representative sample, particularly if viewed in combination with direct interviews. A number of UNCTAD officials were also interviewed: CST staff, other SITE staff members, and representatives of the Management Team.

2. THE TRAINMAR PROGRAMME - CONCEPTS AND ISSUES

15. It is well recognized - although not universally practised - that as a general rule technical assistance funds that are used for educational and training capacity inside recipient countries are better development investments than those used for hosting end users in donor country institutions. In terms of training and educational logistics, institutional development and schemes for trainer development maximize the usefulness of technical assistance finance.

16. The training of trainers, however, must embrace substantive and pedagogic competence as well as managerial capability and a capacity to widen and replenish the knowledge base of education and training.

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8 See attachment, part 2: A logical framework for Trainmar evaluation.
9 See "Supporting documentation", annex 2.
10 See "Supporting documentation", annex 6.
11 See "Supporting documentation", annex 5.

17. Maritime transport is probably one of the economic sectors in which technological development, commercial innovation, market organization, policy issues related to privatisation, liberalization and environmental protection, and the advent of ICT continuously and rapidly generate demand for new competencies and adjustment of old. Hence, there is a corresponding need for fingers on the international pulse in order to sustain the validity of educational and training schemes.

18. Maritime transport as a sector of global logistics - or supply chain management - and service to international trade is a particularly sensitive spoke in the wheel of development. It can significantly contribute to economic and social development, if well done. If not well done, detriment may also be significant.

19. Thus, great responsibility rests with those who profess to educate and train manpower in the trade and maritime sectors. There are a few basic demands that must be met, which are reflected in the evaluation criteria discussed in chapter 1.1: relevance, effectiveness, efficiency, impact and sustainability.

20. The Trainmar Programme was originally one among a few pioneers in regard to the above. ITU, IMO, ILO and others initiated similar schemes during the 1970s and 1980s. The resilience and sustainability of the resulting institutions in the target countries would all seem to have rested primarily on the ability of retaining and updating local personnel, and maintaining the relevance of curricula.

2.1 Trainmar's purpose, general strategy and scope

21. The purpose of Trainmar was originally, and remains, to establish and maintain in developing countries a capability of maritime training at operational as well as management personnel levels.

22. The main strategic measures by which to achieve this purpose were originally, and remain today: provision of a pedagogic framework for identifying training needs and designing courses; provision of a pedagogic framework and basic pedagogic tools for delivery of courses; training local instructors in the application of the "Trainmar methodology", viz.: application of the frameworks for design, adaptation and delivery of courses; developing a curriculum of generic courses which could serve as a basis for local adaptation and application; establishing a global network of Trainmar Centres as bases for maritime training in accordance with the Trainmar methodology; maintaining a "Central Support Team" (CST) in UNCTAD to facilitate a flow of information, courses and course materials throughout the network; and supporting Trainmar Centres with pedagogic and substantive advice.

23. The purpose of Trainmar, and its strategic measures, would tally admirably with the principles of educational and training logistics which were advocated in the introductory paragraphs to this chapter. The scope of Trainmar's purpose would seem to have been less clear. This is also the case in regard to establishing milestones for the achievement of strategic targets and the establishment of an overall plan for obtaining sustainability of the

network as such as well as the Centres - envisaging that the programme would at some stage be successfully concluded and terminated. The substantive scope of Trainmar activities was originally concentrated on port operations and management. In parts of the network the scope has since stretched beyond this to varying degrees, while certain port-related training activities have been further elaborated in the Port Certificate Programme. With regard to network and centre sustainability, no specific strategy and set of milestones have developed with the ultimate aim of closing the programme after successful completion. The general strategic measures indicated above have been further elaborated in periodic "action plans". The first among these, during the period under observation in this evaluation, was - as already mentioned - promulgated in 1990[12]. The second was the outcome[13] of an initiative by the CST and a number of external Trainmar consultants in 2000, partly financed by the German Society for Technical Co-operation[14]

2.2 Organization

24. Trainmar is organized as a network of national and regional Trainmar centres, supported by the Central Support Team within the UNCTAD secretariat. Co-operation in the network, as well as the operation of the centres, is governed by the Trainmar constitution.

2.2.1 The Trainmar Constitution

25. The Trainmar Constitution was approved "by members" in February 1992[15]. It is to be annexed to Trainmar membership agreements and be part of such agreements, i.e. binding upon the signatories. Membership agreements are concluded between UNCTAD and Trainmar Centres. The Constitution carries a note to the effect that "nothing in these rules should be considered to constitute a limit to the rules, privileges and immunities of the United Nations". It has not been possible to establish the extent to which the Constitution has later been appended to membership agreements from before 1992. However, given its general adoption by all members in 1992, it should be regarded as binding throughout the network, including the CST.

26. The Constitution regulates activities in the network, as well as membership. In summation, its principal stipulations include:

- The UNCTAD secretariat, with its Central Support Team, is the "focal point" of the network. Its primary role is to provide regular contact, support and "network development";

- There are two membership classes, full member and associate member. Full members must, *inter alia*: abide by Trainmar rules (and rulings); have a team of trained course developers; design courses, *and keep them up to date*; and

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12 See "Supporting documentation", annex 1.

13 Report from the Strategic Action Planning Workshop, 11-13 October 2000, see "Supporting documentation", annex 3.

14 Deutsche Gesellschaft für Technische Zusammenarbeit GmbH (GTZ).

15 The full text is reproduced in the "Supporting documentation", annex 4.

contribute financially; some full members have additional duties and are designated resource centres (later regional centres); members from industrialized countries are designated "supporting centres". It is specifically stated that they "may not seek commercial arrangements or financial support from the Network".

- The obligations of full members include: "making available to the focal point, for the use of all members, course materials developed within the work programme"; "loan of instructors from time to time without charge other then a small honorarium approved by the focal point"; "payment of the established membership fee" (see below); associate membership is open to organizations that are not ready to undertake all membership obligations. They must, however, pay a membership fee. Membership fees from full and associate members would be paid to regional centres (resource centres or secretariats). They may be used to cover costs in the CST. Fee levels are decided by the region. Membership fees from supporting centres (i.e. centres in industrialized countries) are payable to the CST. These fees are negotiable, i.e. contributions may be decided ad hoc by contributors. There should be regional secretariats, annual regional meetings, and general meetings of all members at least once every three years.

27. Two aspects of the Constitution deserve particular attention: the requirement that materials and information should be open to all participants on a non-commercial basis, and that parties from "supporting centres" in industrialized countries are precluded from "commercialization" of their involvement. This is further discussed in chapter 3 in connection with "sustainability". It would appear from the interviews conducted with Trainmar centre officials and external experts that the stipulations in the Constitutions are implemented with varying degrees of flexibility.

2.2.2 The network organization

28. It is difficult, because of uncertainties with regard to the status of particular centres and lack of filed agreements, to describe the Trainmar network precisely. On the basis of available material the position would seem to be as follows: There are eight Trainmar regions[10]: East Africa, West Africa, Lusophone Africa, North Africa, Asia and Pacific, Caribbean, Central America, South America. While this is the current position according to CST information, designation and number seem to have varied during the period under observation. Thus, "regional centres" are sometimes referred to as "resource centres" or "regional secretariats". For the purpose of this report the term "regional centre" will be used, since this is the designation most often met with during field missions and interviews.

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[10] As stated in the terms of reference (Attachment) and in accordance with lists furnished by CST ("Supporting documentation", annex 5).

29. The current CST list contains 43 centres[17]. There is more than one centre in some countries, e.g. three in India[18] The following table indicates a distribution in time of centres joining the Trainmar network:

Table 1: Centres joining the Trainmar network[19]

	Prior to 1990	1990 - 1992	1993 - 1994	1995 - 1996	1997 - 1998	1999 - 2000
Centres joining	24	9	4	1	2	3

30. The table illustrates a falling trend of centres joining. More than 55 per cent joined during the first 10 years of Trainmar, while more than 32 per cent joined during the first half of the period under observation and the remainder, about 12 per cent, joined during the second half of the 1990s[20].

31. The declining joining rate may partly be explained by "market saturation". Considering, however, that the "market" is more than 200 countries worldwide, it would seem fair to seek an explanation among three other factors as well: Trainmar no longer coincides with countries' needs in the way it originally did; Trainmar is not necessarily the best option for training in maritime operations and management, compared to the increasing number of other educational and training facilities; awareness of Trainmar is lacking, e.g. due to lack of information or positive impact from results in existing centres.

32. During the 1990s various attempts were made to establish a European network that would complement the networks in developing countries, to serve as contributors of physical resources and support, and to provide access to knowledge and competence available in European business communities.

33. As of early 2001 there is no formal European network, although at one time four ports and training institutions in different European countries did provide support to Trainmar[21], e.g. on short sea shipping - which have since been used in a European context. The European centres have, however, been active in UNCTAD's Port Certificate Programme in developing countries.

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17 It is difficult to establish the exact number and status as between "full member", "associate member", "training centre with potential Trainmar capacity", "focal point centres", *inter alia* because numbers and designations vary in the CST material.

18 Again, the material furnished by the CST varies in that older lists indicate several centres in countries like Brazil, Chile, Colombia, and the Philippines.

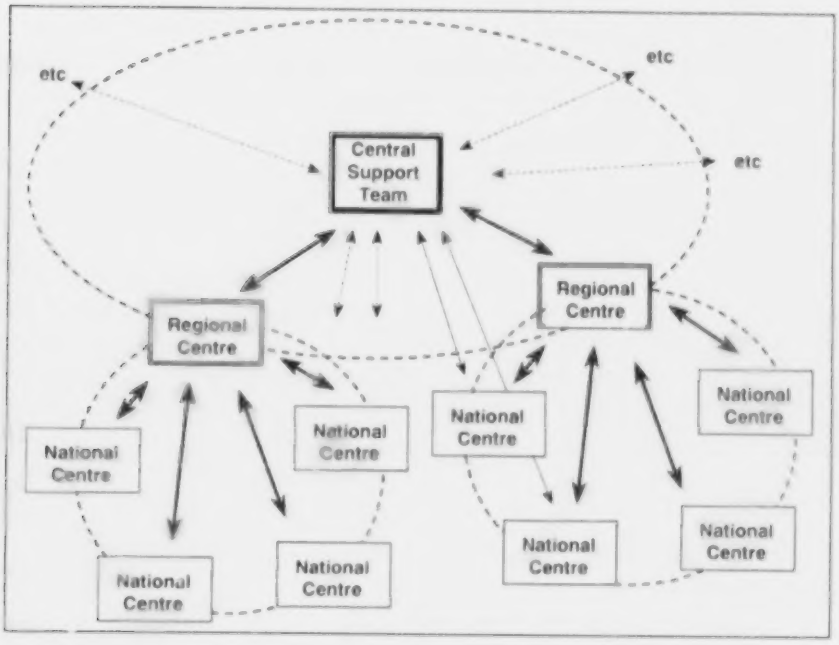
19 One centre, in Mexico, is listed as joining in both 1997 and 2000. In the table, it is listed as joining in 1997.

20 *Implementation of the Trainmar Action Plan: Final Report*. UNCTAD/SDD/TRN/1, 2 June 1994, para 18, states that 23 national and regional training centres, most of them port centres, are integrated with the programme. In addition "20 other centres are also integrated with the programme". The discrepancy between this information and that in Table 1 is probably due to a somewhat optimistic assessment of the number of "other centres".

21 According to telephone interviews and information from the CST, these are: Belgium (Ghent), France (Dunkerque), Portugal (Escola Nautica Infante d'Henrique), Spain (Inst. Portuario de Estudios y Cooperacion).

The network structure is illustrated below:

Figure 2: The Principle of the Trainmar Network



34. The network structure is hierarchical in the sense that the organization is vertical as between the CST, the regional centres and the national centres. Thus, it does not encourage lateral communication between all centres as much as it presupposes communication principally to take place between regional centres and "their" centres at national level. The CST, however, is expected to maintain open lines with centres at all levels. While this construction is understandable from a historical point of view, it may impede the free circulation of information and materials between all centres in the network, as well as impeding easy access to advice needed by "weaker" or less developed centres from the more developed centres - regardless of geographical location.

35. It is important to note a development towards greater flexibility in regard to the above. The South American Trainmar Association (ATAS)[22] is operating transregionally. For instance, it provides support to Trainmar activities in Eastern Europe. It is also important to note that network development is uneven on a global basis. Some regional networks are benefiting from network synergies, while others are not. The Latin American regional networks are active in regard to intra regional exchange and co-operation, while in other regions such co-operation is lacking. On the basis of information received it is typical for all networks and centres that communication with CST is infrequent or non-existent, particularly during the last 2-3 years of the period under observation.

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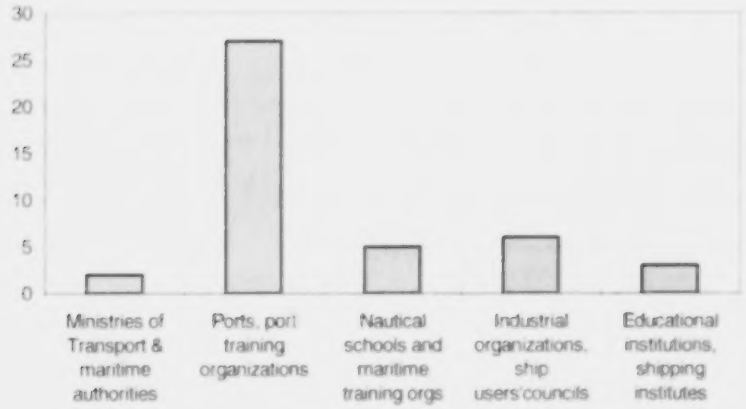
22 Asociacion Trainmar America del Sur (ATAS).

2.2.3 The centres

36. In regard to institutional location, the 43 listed Trainmar centres are situated as follows:

Figure 3: Institutional location of Trainmar centres



37. There is a heavy concentration towards location in ports, port authorities, and training institutes in ports - 27 among the 43 centres on the CST list. This is probably due to the original Trainmar concentration on port managerial issues. Some of these centres aim at broadening their scope, but lack substantive bases for this. The remaining centres are distributed among various educational and training institutions, nautical colleges and industrial organizations, e.g. in conjunction with shippers' (ship users') councils. Figure 3 represents the 43 Trainmar centres from the CST list, which is referred to in chapter 2.2.2. In Latin America, however, there are three important subregional Trainmar organizations, which are not included among the 43. ATAS is particular in the sense that it is an *association* of Trainmar centres in South America, as well as of individuals. It is registered as a legal entity, located in Montevideo. Its purpose is to promote and service Trainmar activities in the "Southern Cone of Latin America". It does, however, provide services outside this subregion as well. While a no profit organization, ATAS operates on the basis of a budget that has to balance expenditure and income. It represents an interesting case of sustainability. Elsewhere in South America, regional organizations exist for the Caribbean (located in Havana) and Central America (COCATRAM, located in Managua).

38. It is further interesting to note that centres in Trinidad and Tobago, Cuba, Mexico, Dominican Republic, Colombia and Panama have legally registered as Trainmar "associations", "foundations", or "non-profit private organizations", in order to facilitate commercial operation. The registered Trainmar organizations in South America pursue active marketing policies for their training products, as may be seen, *inter alia*, from their web-sites.

Their courses derive both from the Trainmar network and from independent course development, e.g. deriving from technical assistance projects in direct cooperation with the centres, with token participation of the CST. In the case of one particular centre, which is also supposed to be the regional centre or secretariat, the port hosting it (Jahor in Malaysia) is operating on a full commercial basis after privatization. It pursues a commercial strategy which does not include supporting a Trainmar centre. It appears from the material collected in interviews from countries visited by the evaluation team that relevant governmental authorities have not as a general rule been actively involved in the location of Trainmar centres, e.g. by considering alternative institutional locations. This turned out to be the case in Malaysia, and it is the case in Romania[23].

39. Since most centres are located in host organizations, they are not treated as autonomous economic entities with separate accounting facilities. It is difficult or impossible, therefore, to distinguish costs and revenue at centre level that pertain to Trainmar activities alone. The same applies to pricing of centre activity. The fees levied on course participants are almost invariably subsidized from organization overheads. This is often because course participants' employers make general contributions to the hosting institution of the centres, and expect to be given some services in return, at reduced or no extra cost.

40. Centre activity varies widely - from no course delivery during the last few years to quite voluminous programmes. Almost invariably, the collected information indicates that centre output includes both "Trainmar courses" and other courses. "Other courses" are usually obtained from sources outside the Trainmar network, or designed by the centres without strict adherence to the "Trainmar methodology".

41. Those centres that responded to questionnaires and interviews generally explain the absence of Trainmar courses in their output by the lack of communication with the CST, the obsolescence of Trainmar input and the difficulty of obtaining information on contemporary maritime development. Some point to the difficulty of obtaining courses and course materials from other centres without undue costs. Those centres interviewed almost invariably claim - sometimes with reference to the provisions in the Trainmar Constitution - their need for supportive action by the CST or some other source of support within the Trainmar network.

42. It would seem from available information that those centres which achieve the largest output in terms of course design and adaptation, and course delivery, are those that receive the largest contributions of external input by way of extrabudgetary technical assistance. This is particularly pertinent to the Latin American networks, which receive large and continuous volumes of external aid. Such projects, while often instigated by the CST, are mostly conducted on what amounts to bilateral project management between donor and centres.

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[23] The Merchant Marine Training Centre in Romania was identified to the evaluation team as the national centre by the secretariat. The centre operates with the Trainmar name and insignia for this purpose. There is an agreement between UNCTAD and the centre, countersigned by the Ministry of Transport. Yet, in the list of Trainmar centres issued by the CST the Port and Maritime Company of Constanza is designated as the Romanian Trainmar centre. This change, apparently, was made at staff/consultant level in the CST - unknown to the Ministry of Transport.

2.2.4 The Central Support Team

43. The role of the CST is described in many different documents and in action plans, as, for instance, recorded in annex 9 in the "Supporting documentation"[24]. The main provisions generally recapitulate the obligations that emerge from the Trainmar Constitution, *inter alia*: to maintain Centre involvement and assist in their development; supervise the development and upgrading of courses; approve and distribute new courses; issue documentation including newsletters and course catalogues; review technical and pedagogic information, and distribute; provide contacts; support the network, *inter alia* by helping to seek funding and facilitate regional advisers; manage the execution of the action plan(s); design, promote and implement projects funded from external sources; and organize UNCTAD input.

44. In order to perform these duties, the CST would need adequate funding, an effective management system, and a balanced staff with qualified personnel.

45. The qualifications would specifically need to embrace: *general management* (setting targets and milestones, planning strategic measures by which to achieve targets, estimating costs and design budgets, finance, implementation and control); *pedagogics* (theoretical formation as well as skills in the design and delivery of courses, adequate knowledge of educational and training policies and regimes); *substantive experience and knowledge* (trade and commerce, business and global logistics, technologies, operation, organization, economics and commercial processes of maritime transport).

46. While it is not reasonable to make these demands of any one individual, the CST as a body must possess the required competencies and/or have adequate access to such qualifications in other UNCTAD departments. This makes composition of the team a critical issue at several levels, specific competencies and interpersonal skills being among the more prominent. External experts could not be expected to furnish the required input in a considered holistic approach to UNCTAD and Trainmar strategies. It appears that the CST, during the last few years, has been composed of four persons, namely three permanent staff and one consultant on consecutive short-term contracts for which funds had to be sought ad hoc at short intervals. Among the permanent staff members, two are at the professional level while one is general service. For the latter, there is a job description which specifically relates to Trainmar activities. For the others there appears to be no Trainmar-specific job descriptions[25].

47. The following table indicates the effective strength of staff in person/year since 1990:

Table 2: CST staffing in person/years since 1990

1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
3.0	3.5	4.5	4.5	3.0	3.5	3.5	3.0	3.0	2.5	3.5

[24] Copied from UNCTAD/SDD/TRN/1, 2 June 1994, annex V: *UNCTAD's role towards the network.*

[25] Annex 7 in the "Supporting documentation" contains a detailed analysis of CST staff since 1990.

48. The 0.5 person/year of 1999 and 2000 reflect the fact that the head of the CST was also the head of the whole HRD section and thus assigned to other than CST duties for 50 per cent of the time. Up to 1997, one staff member of CST was acting as "pedagogic adviser".

49. If this table is compared with table 1, it appears that there is no direct managerial link between the number of centres in the network and CST staff. It also appears that the staffing of CST has not necessarily followed the pattern of competence requirements that were outlined above. CST staff have been assigned duties on a primarily geographical pattern - Latin America, Africa, Asia. In executing their duties, therefore, they would each have needed to possess a wider spectrum of qualifications as compared to a situation in which global duties were distributed in accordance with individual competencies. The evaluation team would like to stress that the above comments on staffing carry no negative reflection on the individual staff members. The comments are directed at a managerial system that does not seem to sufficiently match the choice of staff competencies and numbers with the tasks at hand.

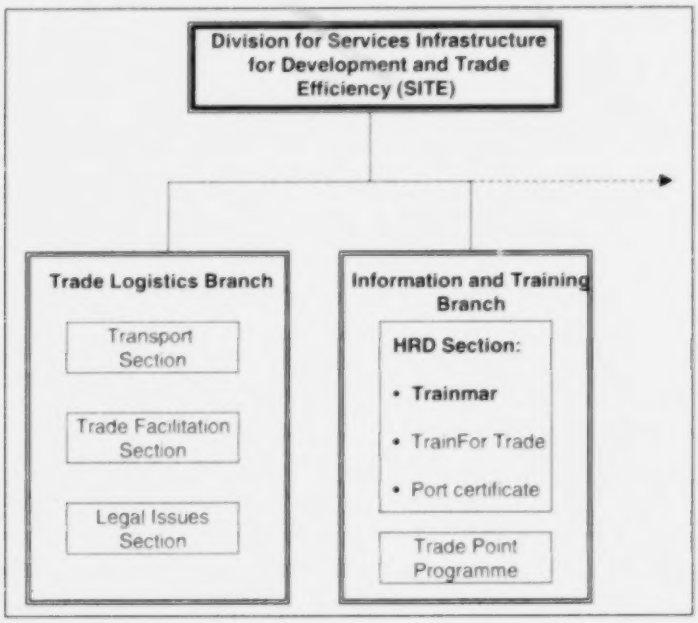
50. The funding of the CST from the general budget has consisted of providing posts and very limited travel funds. This is clearly inadequate in terms of the duties which the CST is supposed to perform. As a result of this, some CST members have been obliged to spend part of their time seeking ad hoc funds for projects, *inter alia* for the purpose of financing their own jobs with the CST. While the generation of ad hoc projects is commendable and part of CST obligations, and has been of high importance for the development of several Trainmar centres and regional networks, this particular construction makes systematic strategic management difficult. There is a serious "danger" or "threat" to programme relevance and impact, in that technical assistance projects generously financed by donor countries would not necessarily tally with overall Trainmar needs and priorities.

51. The above points make the internal UNCTAD secretariat organization and provision of lateral coordination in the secretariat high-priority issues.

52. The Central Support Team of Trainmar is located in the Section for Human Resources Development (HRD) in the Information and Training Branch of the UNCTAD secretariat's Division for Services Infrastructure for Development and Trade Efficiency (SITE).

53. The relationship between these units, and with the Transport Section of the Trade Logistics Branch within the same division, appears in the diagram below, figure 4.

Figure 4: The CST in UNCTAD



54. It is, then, within the HRD Section in this organogramme one would expect to find the aggregate competence required for the management of the Trainmar Programme, as well as its co-ordination with other programmes. As it turned out, neither seems to have been fully covered during the last few years: the section has not been able to cover both pedagogic and substantive support for Trainmar, and coordination as between programmes has been noticeably absent. The lack of substantive and pedagogic capacity in the CST and elsewhere in the secretariat has been partly offset by the use of consultant services[26]. These would seem to come in addition to experts engaged in connection with technical assistance programmes. While a few of these contracts (during 1994 to 1997) were institutional and related to the four resource centres in Europe, the overwhelming number were with individual consultants - 150 contracts with 73 different persons. This would represent a reasonable spread, but it should be noted that a few consultants seem to revert fairly often and for comparatively long periods of several months.

[26] See "Supporting documentation", annex 8: Consultant Contracts 1994 - 2000.

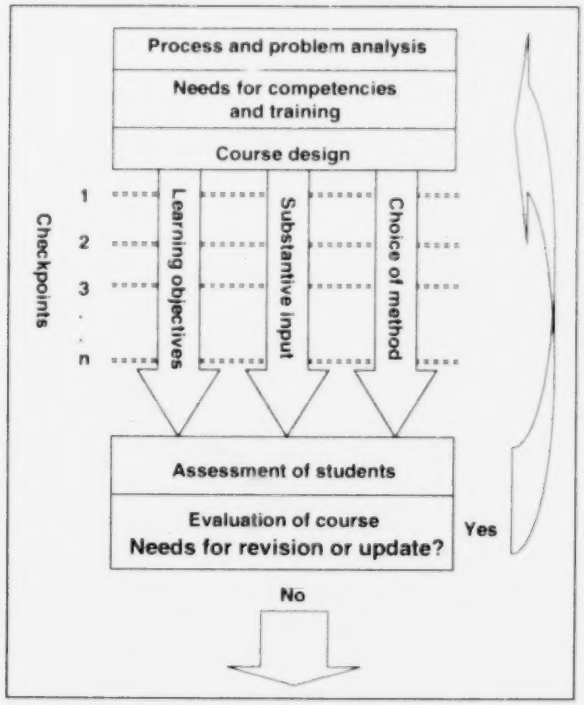
2.3 The pedagogic model

55. The pedagogic model, or the Trainmar Methodology, is composed of tested and widely accepted pedagogic principles of training and learning. Its original novelty was based on collecting these principles in a comprehensive structure and presenting them in easily understood "guidelines". The concept includes the systematic training of instructors in designing and conducting courses that were developed in accordance with these principles.

56. The methodology is vested in two books of guidelines: the Training Development Guidelines (TDG)[27] and the Training Management Guidelines (TMG)[28]. It further embraces three courses for training centre faculty[29]. The methodology consists of three major steps: analysis, development and implementation. Analysis includes definition of needs and target groups. Development includes the setting of learning objectives and deciding on training techniques, while implementation would be concerned with course delivery and follow up.

57. The concept is graphically depicted in some more detail in the below figure:

Figure 5: The pedagogic model



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27 The latest issue is the revision from 1995: UNCTAD document UNCTAD/SDD/TRN/Misc.6, 28 April 1995: *Training Development Guidelines (TDG)*

28 From 1992, no document reference number.

29 In the Trainmar Catalogue from 1998 these courses are listed as: "Course Development", new version from 1992; "Instruction", which was not revised during the period under consideration; and "Management of Training", new version from 1993.

58. The general idea is that the need for training is derived from analyses of processes, personnel performance and problems in a given industrial sector. To the extent that problems are found to relate to staff performance deficiencies - or "gaps" - the training needs are translated into "learning objectives". These are training targets in the sense that they describe what trainees will be able to do after training. Courses are then designed to meet the "learning objectives" with a set of instructional methods (lecturing, assignments, etc) which promote skills and motivation, as well as a set of subject matter inputs which furnish the required knowledge. It is inherent in the model that trainees are assessed in various ways, as training goes on, in order that failure to achieve learning objectives may be observed and rectified. This procedure is generally accepted as providing both effective and efficient training based on the contemporary needs of trainees' working environment. The Trainmar courses follow this methodology strictly. They are designed with a view to delivery by a large number of instructors. For this purpose the course material usually consists of a course book for participants, specific guidelines for the instructors and prepared materials in the form of overhead slides, etc. This ensures uniform quality, while retaining the possibility of some local adaptation or flexibility for the instructors.

59. It is part of the Trainmar Methodology that all Trainmar courses, whether centrally developed or developed in Trainmar centres, must be quality approved (in regard to both pedagogic and substantive contents) by the CST.

60. The effectiveness of the methodology depends on the extent to which trainers could be trained and retained in the system. It further depends on courses being evaluated in respect of their continuing validity in the industrial sector which they serve (see figure 5) and suitably updated.

61. Since industrial environments such as shipping and ports undergo continuous technological, organizational and commercial change in a world which is changing continuously in respect of social and political structures, the evaluation and validation of courses - as well as the updating of instructors - must also be continuous. Otherwise, an admirable system may end up teaching the wrong things! It is important in this context that the paradigms of learning also change continuously: target groups change in structure and location, and organizations and individuals change in the ways that they absorb learning and skills. It follows that the pedagogic model itself must be kept up to date. Trainmar is vulnerable in these regards, in that the required watchdog function for modernizing courses and updating trainer qualifications puts heavy demands on individual centres as well as on the CST.

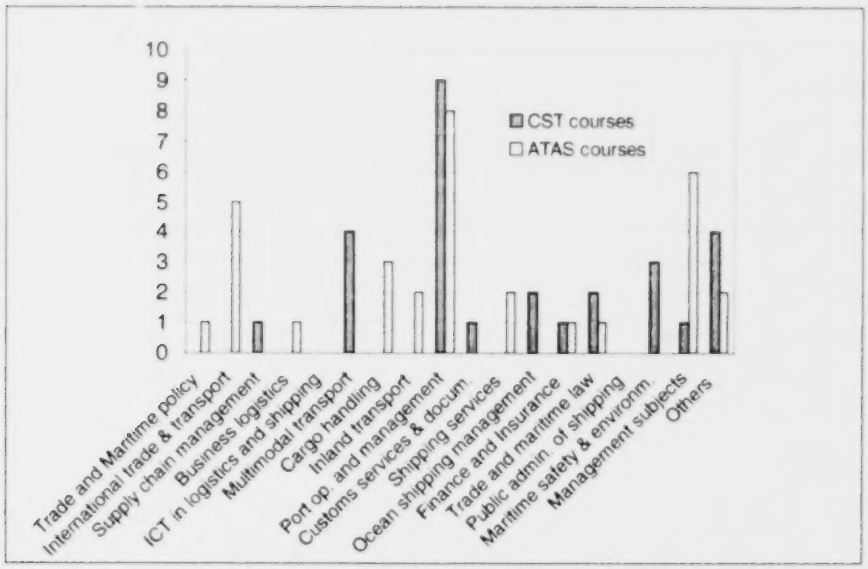
62. It was generally observed in interviews with centres, their instructors, employers and trainees that the Trainmar Methodology is rigid. It follows that most centres, in designing, adapting and delivering courses, deviate from the narrow path, by force of expedience. This expedience is often related to the fact that social and economic development varies widely among the countries that host the Trainmar network.

2.4 The Curriculum

63. The overall course curriculum in the Trainmar network consists of four elements: (1) courses developed during the initial phases of the programme, supported by UNDP and other extrabudgetary provisions (28 substantive courses in addition to the three pedagogic courses); (2) courses developed in regional and national training centres, in accordance with the Trainmar Methodology, mostly as a result of ad hoc technical assistance projects financed by donor countries (the number is uncertain, but in ATAS, for example, there were 32 such courses as of May 2001; about 25 courses were developed in the Caribbean network 13 of these are grouped into a Diploma Programme in Transport Logistics); (3) courses licensed from ILO by ATAS and relating to port operations (30 courses)[30]; (4) courses developed or somehow acquired by various centres, but not necessarily conforming to Trainmar requirements (the number is uncertain, but considerable).

64. The following figure illustrates the substantive coverage of the 28 CST courses and the 32 additional ATAS courses. The figure includes subject matter areas that are usually regarded as necessary and relevant for education and training in maritime transport and logistics, and indicates the number of courses within each area:

Figure 6: The substantive scope - courses in the Trainmar curriculum



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30 The ILO Portworker Development Programme (PDP) consists of 30 units. ILO retains the copyright of these courses and is licensing them to various users. Licences may include the right of translation to other than the original language (English). ATAS and COCATRAM are among the users of such licences.

It may be seen that there is a heavy bias towards port related courses. This applies to the original CST courses[11], as well as to the more recent ATAS courses.

65. Both curricula, however, are subject to an interesting development towards widening of the scope from the subject areas of direct relevance to ports towards embracing wider sections of the logistic value chain. This development is in concurrence with wishes expressed by respondents to the questionnaire, as well as to statements by users of training services expressed during country visits. At the same time, however, most respondents claim that the courses lack updating. This claim includes the wish to see that courses are not limited to training, and that the curriculum be developed to include educational courses as well. This implies that educational courses, which fit into national educational systems and provide formal credits, would be a welcome further development.

2.5 Finance

66. It has proved difficult, bordering on the impossible, to establish the financial position of the various links in the Trainmar network, let alone the establishment of reliable and relevant cost/income figures. This is due to a general lack of systematic accounting procedures at the levels of courses, Trainmar activities in national and regional centres, and the UNCTAD CST. The general explanation is - as stated in a similar connection during the discussion of the Trainmar centres in chapter 2.2.3 - that Trainmar activities are interwoven with other activities in the various organizations to such an extent that they cannot be distinguished in financial terms. This also seems to apply to the CST. It is possible, however, to describe the flows of payments and contributions in general terms, as in the figure below:

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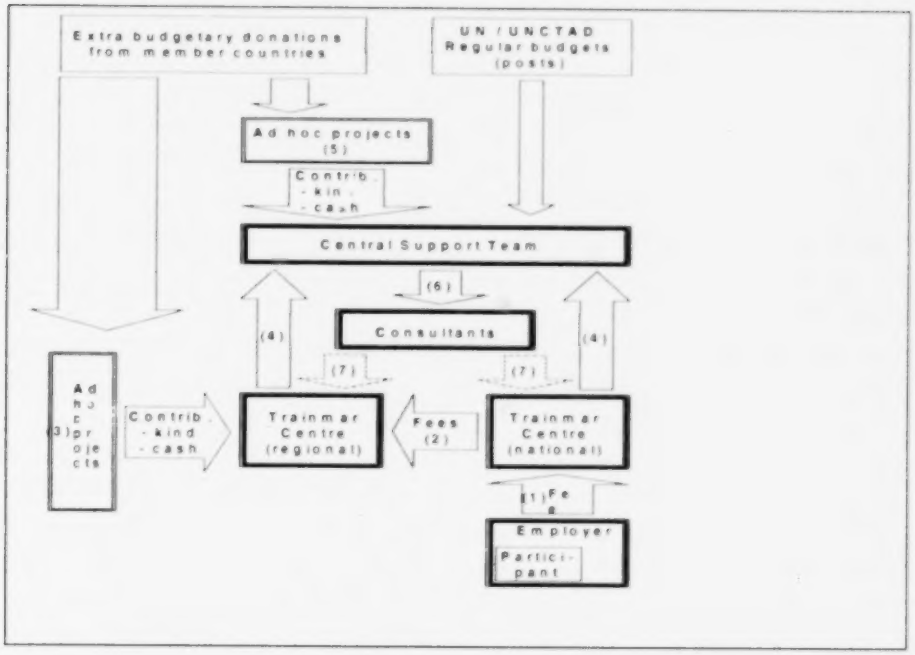
[11] These are listed in the "Supporting documentation", annex 10. It will be seen in the annex that the courses, which are referred to as "CST courses" above, were developed partly in Geneva and partly by various Trainmar centres. They have in common that they were all subject to CST approval in accordance with the quality criteria of Trainmar.

Figure 7: Cash flow (payment and contributions) in the network



67. The UN/UNCTAD regular budget supports CST permanent staff costs and some travel. Otherwise, the CST benefits from contributions from ad hoc projects financed from extra-budgetary sources (5) and contributions towards particular costs (e.g. travel) from Trainmar centres (4). Extrabudgetary courses also finance the CST's use of consultants (6), who are engaged for the purpose of substantive as well as pedagogic work in the network (7). Trainmar activities in national centres are financed partly by direct and indirect fees (1) from participants and participants' employers (see discussion of this in chapter 2.2.3). National centres also benefit from ad hoc projects financed by extrabudgetary donors (not illustrated in the figure).

68. The regional centres derive Trainmar-related income from the fees paid by national centres (2)[32], and from ad hoc projects (3). Some regional centres also benefit from their location in larger organizations, which for various reasons subsidize them directly or indirectly. Some regional centres and possibly some national centres have begun to derive income from commercial utilization of Trainmar products: courses, instructors and materials. This is the case particularly in Latin America - reference is made to the discussion of ATAS and others in chapter 2.2.3. Since Trainmar's inception, the decidedly larger part of the financial base has derived from technical assistance projects. These have conditioned the development of Trainmar, and it is typical that it is in those Trainmar regions that have

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[32] The original stipulation of US$ 1.500 per year has been variously modified by regions to a current range of US$ 500 – 1.000.

received the largest and most long-term assistance that Trainmar has developed most (Latin America). During the period under observation, extrabudgetary projects were based on grants from donor countries or consortia of donor countries. Ports and organizations in the European regional network have been known to contribute expert assistance free of charge[33].

Table 3: Trainmar project funding 1990 - 2001 (US$)

1990	1991	1992	1993	1994	1995
882 000	1 115 500	840 500	1 039 500	870 439	1 015 507
1996	**1997**	**1998**	**1999**	**2000**	**2001 (?)**
867 694	337 801	880 114	118 546	193 258	314 765

69. The total for 1990 to 2000 amounts to **US$ 8,160,859**, spent on **135** different projects and activities - an average of a little more than **US$ 60,000** per project, with actual expenditures ranging from a few dollars to several hundred thousand.

70. Four issues arise from this table: *first*, the annual contributions have declined dramatically during the latter part of the period[34]; however, German contributions towards the development of the regional network in South America have been omitted from the secretariat figures; *second*, the funds have fluctuated on an annual basis, apparently with short planning horizons; *third*, in combination with very limited funds from the general budget, these circumstances would make long-term strategic planning by the CST and consistent management difficult; *fourth*, declining and varying amounts of finance via UNCTAD/CST for the network will force national and regional centres to increase efforts for their own funding for development and to otherwise raise income. This is positive in the perspective of sustainability, but may also be a signal of the fragmentation and fragility of the overall network, even after more than 20 years of programmed support.

2.6 Parallel programmes

71. The Trainmar model, with some modifications, has been extended to other UNCTAD technical assistance programmes. Thus, the HRD Section of the SITE Division is responsible for the TrainForTrade Programme and the Port Certificate project as well as Trainmar. Further, the Trade Point Programme is part of the responsibilities of the Information and Training Branch, in which the HRD Section is located (see figure 4). In UNCTAD, training is also organized by some substantive units, within their field of competence. This is, for instance, the case in logistics (see figure 4). Trainmar, TrainForTrade and the Port Certificate are substantively located within the broad field of international commerce and global logistics. The commercial entities in this field interface in the same or similar value chains and face problems related to competence building which are much alike. The activities are

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[33] A detailed break down of project funding is contained in the "Supporting documentation", annex 11.

[34] The 2001 figure is conjectural at the time of writing.

largely directed towards the same categories of countries, which face similar challenges of economic and social development[35].

72. Because of common purposes and objectives (education and training), similar geographic and human target areas, similar operational modes and strategies and a common institutional location, there are large areas of synergetic opportunity between the programmes: funding, management and execution, cost rationalization - let alone the added value of a *comprehensive and integrated* approach to commercial and logistic manpower requirements. During the missions and interviews conducted for the evaluation of Trainmar, it was found that there are practically no lateral contacts, or joint efforts at information dissemination towards users between the various UNCTAD programmes. This applies at UNCTAD headquarters as well as in the field. Within the extended UN family of organizations there is a series of training programmes similar to those in UNCTAD: ITU's Traintel, ICAO's Trainair, UPU's Trainpost, UNITAR's CC:Train, and the Train-Sea-Coast programme conducted by the UN Division for Ocean Affairs and the Law of the Sea. The Train-X Network is an initiative which embraces all of these programmes, including Trainmar and TrainForTrade. Train-X is co-ordinated by UNDP for the purpose of promoting inter-agency cooperation to enhance the quality, effectiveness and efficiency of training. ILO and IMO both conduct training programmes that overlap or complement the UNCTAD programmes, although formats and target groups may differ.

73. During the interviews conducted for the present evaluation, there was found to be an almost uniform lack of awareness of the variety of training programmes offered by the UN, or - in some cases - astonishment and irritation at the number of "sales trips" undertaken by various agencies - even by branches of the same agency - which were apparently unaware of the existence of each other. While coordination and cooperation at this level might require the services of the UNDP network of resident representatives, the interviews conducted in connection with Trainmar indicate that there is little effort on the part of the CST to keep UNDP offices informed. There were also, alas, indications that some UNDP offices would not consider assistance in such matters to come within their interest.

74. Outside the United Nations family there is a large number of organizations that offer education and training in trade and commerce, logistics and maritime transport. While fellowship facilities or other forms of assistance to developing countries are sometimes available, the commercial programmes have in common that fees are usually charged which exceed the possibilities of many candidates from developing countries. To some extent, Trainmar has made use of such institutions for provision of pedagogic and substantive support. It is probable that such opportunities exist to a much larger degree than has so far been exploited - by the CST or by individual centres.

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[35] Port Certificate activities are extended to European countries as well as to developing countries.

2.7 Legal issues

75. In connection with this evaluation, legal questions arise with regard to UNCTAD's mandate, the substantive servicing of technical assistance programmes and commercial exploitation of Trainmar outputs.

2.7.1 UNCTAD's mandate in regard to Trainmar

76. The UNCTAD Plan of Action adopted at Bangkok in February 2000[36] states, *inter alia*, that UNCTAD should continue its HRD activities and play a role in supporting networks with universities and government institutions. Trainmar's and TrainForTrade's potential in helping countries to cooperate to meet development needs is referred to. The Plan of Action then goes on to say that the continuation of these programmes is essential for networks to thrive and that the networks will be a source of training in all areas where UNCTAD is working for development. While this is no direct mandate for maritime transport programmes to be pursued by the secretariat, it would seem to provide a legal basis for programmes such as Trainmar and TrainForTrade. In specific terms, however, the Plan of Action refers to networks with universities and government institutions.

77. In regard to Trainmar, this would seem to pose the minimum requirement that Trainmar centres should be located in educational or training establishments that fall within national educational frameworks under governmental supervision and control, e.g. by ministries of education, ministries of transport, ministries of trade or similar authorities. One would, of course, assume that any national Government could designate private organizations to be accepted within the institutional categories that the Action Plan refers to, if it so pleases. This may be a relevant issue following the processes of privatization that have taken place in many countries. The main point which follows from the UNCTAD X Plan of Action would seem to be that the designation and approval of the institutional location of Trainmar centres would require governmental consideration and decision, and that it is a requirement of the secretariat that appropriate government authorities be informed and consulted.

2.7.2 Substantive basis for technical assistance

78. There is a general understanding in UNCTAD that technical assistance programmes should only be carried out by UNCTAD if the secretariat can provide adequate substantive support[37]. Since the discontinuation of the Shipping Division, the Trade Logistics Branch of SITE[38] has included a Transport Section. It follows from interviews in the secretariat, however, that there has been little communication or cooperation between this section and Trainmar. The CST does not seem to have possessed the required substantive competencies that are required to support the Trainmar network in the fashion required by the Trainmar Constitution. It certainly does not possess this competence at the time of writing. The same

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[36] TD/386, 18 February 2000, paras 159 and 160.

[37] Decision 461 (XLVII) of the Trade and Development Board, para 12; TD/386, 18 February 2000, para 164.

[38] See Figure 4.

applies to general pedagogic competence - beyond the somewhat mechanical mastery of the Trainmar Methodology. This deficiency has been compensated for by the use of external consultants in direct commission by the CST or as part of the technical assistance projects themselves[39]. In the latter cases, the external consultants have often been more under the direction of the donor organizations than of the CST[40].

2.7.3 Commercial exploitation of Trainmar[41]

79. The UNCTAD regulations that pertain to co-operation with private entities appear from a memorandum from the Secretary-General of UNCTAD[42]. They cover issues such as the choice of cooperating partners, secondment of staff, etc. On the specific issue of using the UN name and logo, the provisional guidelines point to General Assembly resolution 92 (7 December 1946). This resolution specifically prohibits the use of the UN name and logo for other than official purposes. There is no specific mention of this issue in Trainmar documentation or in its Constitution. In other UNCTAD programmes, however, the issue has been addressed, e.g. in the standard terms and conditions which were developed for Trade Points[43]:

> "The Trade Point shall not use in any manner whatsoever the name, emblem or official seal of the United Nations or the United Nations Conference on Trade and Development, or any abbreviation of the United Nations or of the United Nations Conference on Trade and Development, in connection with its business or operations or otherwise".

80. The same standard terms further specify that:

> "The Trade Point shall make no use of the ..... names, trade marks, logo, training materials or methodology after the termination of these terms and Conditions".

3. ASSESSMENT OF PERFORMANCE

81. Trainmar is a complex programme with a high volume of activities, now in its twenty-second year. This evaluation is concerned with the second half of the programme, from 1990 to 2000. It is the nature of evaluations that they look back in order to give guidance to the future. In this perspective, the current evaluation accords more weight to the latter half of the 1990s than to the first half.

82. The absence of systematic records of quantifiable information has necessitated a high reliance on indirect evidence for the purpose of this evaluation. While the secretariat (CST) possesses vast volumes of report material on technical assistance projects within the

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39 See chapter 2.2.4

40 This, for instance, is largely the case in connection with the very generous German contributions to Trainmar, executed through the GTZ. In these cases, it would seem that the CST liaison person has been more under the GTZ instruction than vice versa.

41 See further in chapter 3.5 on sustainability.

42 3 May 2001: Dissemination of provisional guidelines for co-operation between UNCTAD and private entities.

43 UNCTAD/SDTE/MISC.28, item 17.1.

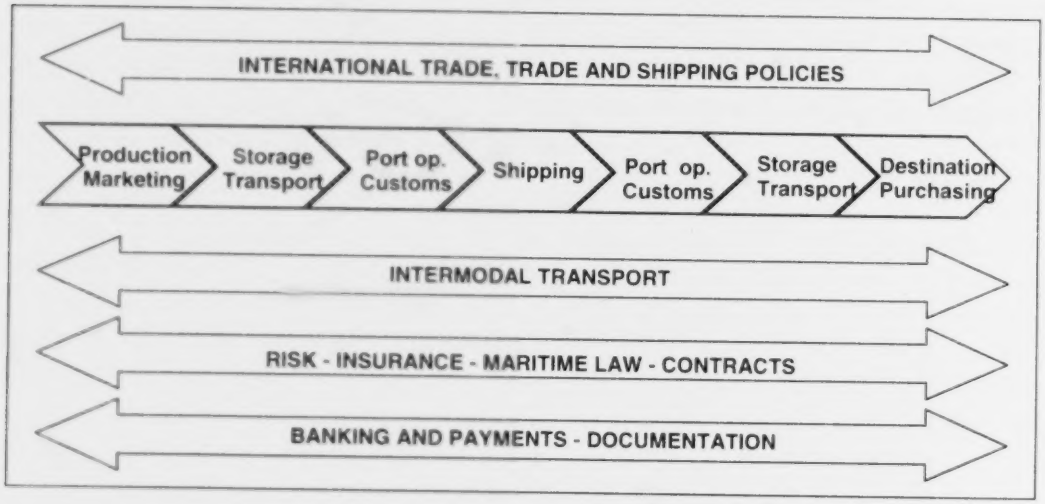
framework of Trainmar and quite a few records of Trainmar meetings at various levels, there is next to no record of the formal and operational relationship with Trainmar centres and authorities in Trainmar host countries. Financial accounting and work records of the CST's general activities could not be identified - during the 10 years under observation, annual reports were identified for two or three only. There is some information on the updating of Trainmar's generic courses, but there are no systematic records of their use in the form of central records of activities within the Trainmar centres.

83. While the above may be considered critical of the CST management, it must be added that the CST personnel have been extremely helpful and forthcoming in trying to comply with the information demanded. This situation has, however, necessitated heavy reliance on review of such documentary evidence as could be found, and on the feedback from interviews and the questionnaire, as explained in chapter 1.1.

3.1 Relevance

84. Programme relevance should be considered in regard to: the scope of the curriculum; the institutional location of the network; the level of the courses in the curriculum. The Trainmar concept is of high relevance to maritime transport in attempting to fill needs for capacity development in economic sectors where personnel qualifications are particularly important. The capital/labour/revenue ratios in shipping and ports are such that marginal changes in personnel performance carry large economic implications at both micro and macro levels. The response from interviews, questionnaires, etc., indicate that all target groups consider the programme relevant to their activities, although there is an almost unison complaint that the programme needs updating and modernization. Organization of international trade and transport has undergone large changes during the years of Trainmar's existence. Modern commerce requires integrated solutions across all the links in the trade and logistic value chains. The logistic value chains need analysis and management decisions in the perspectives of policies, law, intermodalism, banking and insurance, etc. Competence requirements change with changes in commercial organization and practices. Specialists in one sector need an overview of the whole in order to make rational decisions on the specific.

Figure 8: Multidisciplinary approach to the value chain



85. In this perspective, the Trainmar curriculum is lacking in relevance, in being highly concentrated on the port sector and lacking in respect of other sectors of transport. While it has been noted that, for example in the framework of ATAS, there is movement towards a more comprehensive curriculum, the overall impression is that of an outdated collection of ad hoc courses. This particularly applies to the original generic courses which were designed prior to 1990 and which have received little or no updating. At the national level, locally designed and adapted courses have been introduced which somewhat offset this disadvantage.

86. The institutional location of Trainmar centres is not generally relevant for an integrated approach to maritime transport and commerce, or to overall national interest: there is evidence that in some cases national authorities have not been given the opportunity of considering the most opportune institutional location of the Trainmar centres as among available educational and training institutions; there is a heavy focus on locating Trainmar centres in ports or training facilities attached to ports. The courses aim at middle management and operational personnel. This is still relevant. However, business organization and management are increasingly demanding in more comprehensive and higher-level competencies. The curriculum is lacking in these regards. Moreover, there is a general tendency towards demand for education and training which provide formal recognition within national educational systems. Thus, the Trainmar curriculum may be said to lack relevance in both lateral comprehensiveness of subject matter area (see figure above) and the vertical comprehensiveness of training and educational levels, as discussed in chapter 2.4.

87. The evaluation team has observed that the curricula of TrainForTrade, Port Certificate and Trainmar both complement and overlap each other, while at the same time there is little or no coordination among them. Responses from persons in the field as well as respondents to the questionnaire strongly indicate a need for coordination and integration.

88. With regard to the pedagogic relevance of the programme - apart from the need to introduce it at an educational level - the evaluation team notes it as positive that initiatives have been taken towards modern modes of delivery, i.e. electronic distance learning methods. This tallies with the current trends whereby target groups fragment in terms of location and time availability. It should be noted, though, that the need for conventional pedagogic frameworks will prevail in many areas, and that the curriculum must therefore provide for both modes in order to obtain lasting relevance.

3.2 Effectiveness

89. In the present context effectiveness means the degree to which the programme achieves its objectives or targets. The Trainmar programme sets targets at several levels, as discussed in earlier chapters: the establishment and maintenance of an institutional network, the establishment of training capacity and the design and transfer of competence being central among them.

90. It is relevant in this context that the plans of action and the original programme declaration make but little mention of effective timeframes. It is also relevant that the programme has run for more than 20 years, and that during the last 10 years there has been a decline in central activity and a sharp drop towards the end of the period in technical assistance funds channelled through UNCTAD or provided for use by the CST.

91. Course participants and employers report that the individual courses are effective in that participants acquire the knowledge and skills which the courses are meant to impart. Questions are raised, however, in regard to the maintenance of external trainers at the various centres because of the rate at which instructors change jobs. Certain centres appear to have some difficulties maintaining the required standards of teaching and claim they miss central support for refresher courses for trainers. The Trainmar Methodology is claimed by most respondents to be effective in achieving required competencies. Some centres claim that the application of the "regulations" on what constitutes a Trainmar product is too rigid and does not take sufficiently into account differences in local circumstances. The warning raised in chapter 2.3 in regard to the danger of "teaching the wrong thing" if the updating procedures of the methodology are not adhered to seems relevant. Many respondents claim that the limited access to international information and the lack of priority given to continuous needs monitoring and updating render the methodology ineffective.

92. The maintenance of the network raises additional questions. Regional and national centres without any exception seriously question the CST's effectiveness in fulfilling its role as stipulated in the Trainmar constitution and elsewhere. These complaints are levied in regard to general information on substantive innovation and upgrading of courses and course materials, circulation of courses and materials, which in accordance with the Constitution should be available to all centres, and response to problems raised by the centres. Some centres mention translation services as an impediment to effective utilization of resources.

93. Many national centres complain about the same lack of response from "their" regional centres, and the failure of the CST to intervene. The general complaints about the CST's

"networking" effectiveness tend to focus on substantive issues, for which the CST has no resources because of its own lack of substantive capacity and the failure to build an information system that draws upon available sources in the world at large.

94. The point at issue - demonstrated by the lack of effectiveness in the network - is probably that Trainmar's network concept is unworkable: effective networks are not hierarchical, they are not "made", they emerge whenever there is common interest and opportunity for synergy among participating entities. These entities are "equals", even if they may differ much in size.

95. This, *inter alia*, is further supported by the fact that in the Trainmar network there are large inequalities in the sense that some parts of it function well - without "networking" intervention by the CST. The Latin American networks have achieved a high degree of "networking" effectiveness in lateral organization around their regional resource bases. It is significant, perhaps, that they have been enabled to build capacity primarily by way of *substantive* course design - much facilitated by generous and long-term extrabudgetary donations and the use of independent expertise. "Networking" synergies arise from common interest and substantive capabilities.

3.3 Efficiency

96. It was explained in chapter 2 that centres almost invariably carry on Trainmar activities as part of usually more extensive general activities, and that there usually are no separate accounting mechanisms. It is almost impossible, therefore, to obtain quantitative information on costs, prices and revenues that pertain to particular courses and Trainmar programmes. It is possible, however, to state that there is a high probability of comparative efficiency in local design and delivery of courses as, for instance, compared to European levels. It is, after all, one of the strong points of the Trainmar concept that local institution building and training schemes are more cost-effective than taking students to other countries to train (quite apart from the positive long-term developmental effects of capacity building in developing countries). It is also well recognized that training local trainers to repeat courses is more cost-effective than importing trainers ad hoc.

97. The efficiency of specific technical assistance projects was not examined, because they have all been carried out within a framework of internationally accepted prices and been subject to both UN and donor country auditing. It is possible that increasing the volume of assistance between developed and less developed Trainmar centres will reduce the total costs of technical assistance for a given volume of Trainmar work. The collected information indicates that this is a trend in the network. For instance, the South American regional body, ATAS, is rendering support to other centres in Latin America and elsewhere - independently of the CST.

98. As for the operation of the CST itself, costs are subject to UN regulations on expenditures. It seems to the evaluation team, however, that a comparatively large volume of staff time is used for the less fruitful Trainmar activity of "networking", while very little if anything is used for substantive support. This is inevitable with the current composition of

the CST staff - which is not recruited on a substantive basis. The evaluation team wishes to stress that this is not levied as negative criticism of the current staff members, who are working for Trainmar with great enthusiasm and energy. It may be seen as criticism of UNCTAD's managerial procedures, which do not adequately correlate objectives, strategies, tasks and competencies in a programme such as Trainmar.

99. This concern is aggravated by the fact that three programmes - Trainmar, TrainForTrade and Port Certificate - are run on similar lines with three sets of staff and without co-ordination or exploitation of synergetic opportunities. While the head of the HRD Section is formally responsible for all three programmes in the section, he is in fact only concerned with one of them - in concreto.

100. During the course of country visits and interviews, the evaluation team also noted with concern that the UNCTAD CST to a large extent has lost managerial control of the Trainmar programme. This concern rests on different circumstances: the Latin American networks operate with frequent communication and exchange between centres. They design courses, exchange and deliver materials quite independently of the CST. To a large extent they are assisted in this development by very generous external contributions, with only token involvement, if any, of the CST. This independence has extended to Eastern Europe. ATAS, with external support, currently delivers courses in Romania and Georgia - again with only token involvement of the CST. In some cases structures parallel to those of UNCTAD have been created. The situation in some centres is less fortunate in that there is no long-term external support at all. This pertains to observations in West Africa and India. In these areas, and possibly others, communication with the CST is for all practical purposes non-existent.

3.4 Impact

101. The responses from trainees, employers and organizations uniformly indicate that the courses delivered in the context of Trainmar have a positive impact.

102. Trainees claim that, while this impact so far has not noticeably ameliorated their positions, rank and salary, the fact of having participated in courses did improve their confidence and motivation. Employers claim that staff training, *inter alia* via the Trainmar courses, has a positive effect on company performance. It is difficult to quantify these impacts in financial or economic terms. It is interesting to note, however, that while employers are willing to pay (sometimes token) fees for training of their staff, the staff members were generally not willing to pay for their own training - as an investment in their future careers.

3.5 Sustainability

103. "Sustainability" in the context of this evaluation would imply the ability to continue activities within the set purpose after termination of Trainmar as a technical assistance programme. This would apply to the individual centres, as well as to the cooperation between them in a network. Most centres interviewed claimed that their ability to continue depends on continued service from the CST, even while maintaining that there was no communication

with CST. Some centres already demonstrate financial independence. ATAS, for instance, is incorporated as a company, and other Latin American centres manage to balance their budgets within the wider economic organizations to which they belong. The same applies in African and Asian examples. The fact that Latin American centres continue to receive external assistance does not alter this picture. The encouraging conclusion is that Trainmar centres do achieve sustainability independently of the CST, and that network effects remain in the form of cooperative efforts on commercial bases.

104. The evaluation team observed a dilemma here: it is debatable whether the provisions in the Trainmar Constitution for the free flow of services and materials could be fully adhered to in the context of sustainability. This is because it is difficult to see how any centre or hosting organization would achieve financial sustainability for Trainmar activities if not able to charge for services. The spirit of the Constitution could probably be respected if the line were to be drawn at courses and materials developed by means of donor funding for the global Trainmar system. This would eradicate the dilemma with reasonable quickness, given the ephemeral character of all courses and materials.

105. Another dilemma was observed in regard to commercialization of Trainmar and the use of the UN insignia and the Trainmar name for commercial purposes. There is no doubt that in many countries "UN", "UNCTAD", "UNCTAD Trainmar" and similar brand marks carry prestige and commercial advantage. The web-sites of several centres bear clear witness to this, and the UN/UNCTAD insignia and names, as well as "Trainmar", are being used in other commercial circumstances as well. One previous Trainmar consultant, having set up an independent consulting outfit, still uses the insignia on private business cards.

106. The legal position on this is quite clear, as discussed in chapter 2.7. The insignia of the UN or UNCTAD/Trainmar may not be used by any part of the network in a commercial context. A solution to this - in the perspective of facilitating centre sustainability - may be that "Trainmar" be used by centres in their commercial activities, but not with the UN insignia. It might be considered that an independent Trainmar logo would be appropriate.

107. Other parts of the current network are far from the level of independence achieved in South America. There are considerable imbalances in the network.

108. This provides a situation in which assistance could flow from the stronger parts of the network to the weaker. This happens to a certain extent. The Maritime Training Institute of the Steamship Company of India renders assistance to other centres free of charge. ATAS renders services against fees to cover its own costs, and the same applies among other centres.

3.6 Comparative advantage

109. The table below is an assessment of comparative advantage[44] among the UNCTAD CST, the parties involved in the Trainmar network, and external institutions in regard to the

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[44] "Comparative advantage" in this context does not refer to the strict economist's use of the term, but rather to a notion of "who, in current circumstances, is in the best position to solve the task".

tasks that follow from the Trainmar concept and methodology. The table indicates which link in the Trainmar network would "normally"[45] be the best equipped to carry out Trainmar-related tasks, or whether external institutions (such as universities, research establishments, industrial entities, etc.) would be in the best position to provide the required service.

Table 4: Comparative advantage in regard to Trainmar tasks

TASKS	National centres	Regional centres	UNCTAD / CST	External institutions[46]
Designation of centre locations - coordination with national authorities			X	
Identifying educational and training needs: - generic - local specification	X	X X		X
Establishing overall curriculum		X		X
Designing courses - generic - local adaptation	X	X		X
Updating old courses	X	X		X
Pedagogic updating		X		X
Faculty training		X		X
Course delivery	X	X		
Network servicing: - information and updating -co-ordinating regional activity -co-ordinating global activity		X	X	X

110. The table indicates that UNCTAD/CST would only possess comparative advantages in regard to consultations at the governmental level. To the extent that network coordination on a global basis is required or useful, the CST would have a comparative advantage. In a properly functioning network, or in networks under development and driven by common interest in synergy, this service would not be required.

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[45] I.e. assuming that the Trainmar centres comply with the standards that follow from the Trainmar Constitution.

[46] Universities, training institutes, shipping organizations and ports, etc., that offer maritime education and training.

4. CONCLUSION AND RECOMMENDATIONS

111. The conclusion of the review and analysis in the preceding chapters is that the Trainmar programme has served the important purpose of initiating a valuable machinery for self-sustained education and training in developing countries. In this respect the programme is highly successful. In the twenty-second year of its implementation, however, the Trainmar activities of UNCTAD are losing momentum in regard to financial resources, provision of pedagogic and substantive renewal, and servicing of the Trainmar network.

112. Trainmar currently consists of the following main components:

- A pedagogic model – the Trainmar Methodology – of course design and delivery, which remains valid but needs development, *inter alia* to include modern pedagogic techniques;

- A curriculum of pedagogic and substantive courses, which are available to training organizations in the "Trainmar network". These need considerable revision and enhancement for the purpose of catching up with commercial and technological development and for the purpose of integration with educational systems in the target countries;

- Institution building, which includes: organization of Trainmar centres; development and servicing of the Trainmar network; capacity development in the centres: course designers, trainers, training managers; In the advanced Trainmar regions these functions are now undertaken by national and regional centres, which also provide relevant services to other parts of the global network.

- A "broker" activity for technical assistance from donor countries to members of the Trainmar network, which is still needed in some Trainmar regions while others manage well on their own.

113. UNCTAD possesses no comparative advantage other than in terms of access to Governments and national authorities, which has not been the primary driving force in CST activities. CST has not achieved the overall strategic and managerial control that might further Trainmar objectives - nor is it evident that global control and management is any longer required for development of sustainable Trainmar networks.

114. Several of the "weaknesses" of Trainmar which were identified in the 1989 evaluation (see the introductory chapter) would not seem to have been addressed by UNCTAD and continue to be of concern more than 10 years later, e.g.: doubts as to whether UNCTAD could provide sufficient central support within th fixed budget of the organization; the varied quality of the developed courses, despite the nominal existence of a control procedure; the preponderance of courses related to ports (i.e. the imbalance of the course portfolio); the lack of adaptation and updating of existing courses; few signs that the training offered in the programme meets the apparent needs for career development training; the lack of (network)

membership of the industrialized countries; the large numbers of managers being trained as trainers without taking up such positions, and the large turnover of the remainder.

115. Seen in conjunction with the findings of chapters 2 and 3, the fact that little progress was made in response to the findings of previous evaluations would justify the statement that, in its current form, the Trainmar programme is outdated. Some of its components, however, if integrated with other UNCTAD training activities, would retain validity and value and would have a positive impact in developing countries. These would primarily be activities concerned with:

- Pedagogic capacity building in existing educational and training organizations that have not achieved a high degree of sophistication; and substantive support to existing training organizations in the provision of an updated curriculum of training courses and materials derived from well recognized educational institutions.

116. The following recommendations are built on the above conclusions and the discussion of relevance, effectiveness, efficiency, impact and sustainability in the preceding chapter:

1. **The Trainmar programme should be terminated in its current form;**

2. **The activities concerned with pedagogic capacity building and substantive support should be continued, subject to recommendation 3 below;**

3. **A comprehensive HRD strategy should be developed for the integration of the relevant Trainmar components with TrainForTrade and the Port Certificate into one programme activity, taking into account other training activities in UNCTAD that follow from the work of its substantive units, such as the Trade Logistics Branch;**

4. **The CST as such being discontinued is a condition for the recommendations above, as is the expectation that UNCTAD will reorganise the secretariat HRD unit for the purpose of the joint activities;**

5. **The HRD unit should be adequately staffed in terms of numbers and qualifications, and have access to relevant substantive and pedagogic resources, in order to apply acceptable principles for strategic planning, setting targets and timeframes for activities, and retaining control of programmes;**

6. **The HRD unit should, *inter alia*, base its substantive support activity on providing information on courses, course materials and services which are available in the international community of educational institutions and from other international organizations. For this purpose UNCTAD should, *inter alia*, maintain an effective web-site;**

7. **A small advisory group of qualified persons with relevant experience and without direct involvement in the programme should be established for strategic guidance of the HRD group;**

117. While subsidiary to the above, the following recommendations should be given equal priority:

8. **The curricula of Trainmar, TrainForTrade and Port Certificate should be integrated, updated and strengthened in regard to both substantive scope and level;**

9. **An integrated curriculum as between Trainmar, TrainForTrade and Port Certificate should be prepared for delivery in both conventional and distance learning modes;**

10. **The curricula should be organized in such a way that they become useful for delivery by training institutions, as well as being incorporated in national education systems;**

11. **Training organizations that receive assistance through the above should be encouraged in their efforts towards commercial autonomy or other forms of self-sustainability. They should be free to market their products and services for such purposes;**

12. **Materials and courses developed by UNCTAD should be freely available for non-profit utilization by interested parties, but may be used in commercial contexts for the purpose of sustainability, on condition that this is approved by UNCTAD.**

Attachment

TERMS OF REFERENCE AND LOGICAL FRAMEWORK

Part 1: Terms of reference

I. Background

1. The TRAINMAR programme was initiated in UNCTAD in 1980 through a pilot project in which three training institutes in different regions agreed to use a common approach to training and to share their efforts and outputs. Participating institutes were called TRAINMAR centres, or members, and they constituted the TRAINMAR network. Its objectives were to enable local communities to train personnel who would provide supporting services to maritime trade. It provides for locally managed training of shore-based professionals in international transport, port management, and logistics. It promotes professional standards and a wide range of training trough the use of a common methodology and through continuous cooperation among training centres.

2. TRAINMAR was developed into a system, within which there are more than 50 TRAINMAR members worldwide, grouped within eight regional networks. Each cooperating centre joins a regional network, maintaining regular contact with other centres. The regional networks also maintain contact with each other and with a Central Support Team (CST) in UNCTAD. Efforts and resources are shared and each member has access to the latest information, experience and products. The training that results is organized and conducted by local staff trained in the TRAINMAR approach. Training offered by each centre is based on systematic design, from performance analysis through to meeting specific objectives. Managers are involved in the training at all stages, notably: establishment of training needs, definition of training, design of training, support of training delivery, application of training and assessment of results.

3. The TRAINMAR network of member centres offers the following *services* to maritime communities: evaluation of training needs and planning of training; development of courses, seminars, workshops, diploma programmes; translations, adaptation; assistance wherever new skills, knowledge and attitudes are to be applied; evaluation of the impact of training activities; advice on technical, training and policy matters. The *products* provided are: TRAINMAR courses, in English, French, Spanish, Russian, to some extend in Arabic and Portuguese; as well as in national languages - Romanian, Thai for instance; diploma programmes; on the job training for trainers; application of TRAINMAR principles and resources in the use of training from other organizations. The main *topics of courses* relate to: training methodology; ports; maritime legislation; shipping; multimodal transport.

II. Programme support

4. The implementation of TRAINMAR is coordinated from UNCTAD headquarters by the Central Support Team (CST), working in collaboration with the rest of the Division on Services Infrastructure for Development and Trade Efficiency. The team ensures support for cooperation in the network, advice to individual members, overall coordination of TRAINMAR projects and maintenance of standards for both training and technical content in all participating centres. The team provides training for course developers and instructors, normally in the centres, and is responsible for the design and structuring of the system.

III. Purpose and scope of the evaluation

5. The study will be a thematic one, focussing on an examination of the Programme in terms of its relevance, effectiveness, performance and impact in the context of its major objectives. The evaluation will be made available to relevant UNCTAD intergovernmental bodies, in particular the Working Party on the Medium-term Plan and the Programme Budget. The evaluation should take account of the various independent, outside and in-house assessments undertaken by the Programme and/or its components over the past ten years and draw on their content and conclusions as appropriate.

IV. Issues to be covered

6. The in-depth evaluation, which will place particular emphasis on performance and impact, should:

(i) Consider whether the Programme concept and design were appropriate in the institutional and commercial environment existing at the time of its launching as well as in achieving its objectives; consider whether the overall programme concept has retained its validity in a rapidly changing economic, technological, and socio-political context including the participation of women; consider the degree of the programme's adaptation to the changing needs of the beneficiaries; in this respect, particular attention will be paid to the flexibility, adaptability and replicability of the concept and methodology; identify factors which may have facilitated or impeded the achievements of these objectives;

(ii) Assess the programme implementation; review the quantity and the quality of the services provided and of the material produced; assess the programme's place and relevance within the host country; identify major shortcomings in the past and prospects for the future; record any significant lessons that can be drawn from the experience of various programme activities;

(iii) Assess the programme's comparative advantage; review the TRAINMAR approach as well as capacity to deliver and compare to other national and international donor-supported programmes, particularly in light of the findings of various international expert bodies (donor committee, expert group meetings,

universities) as regards "best practice" (e.g. selectivity, fee for services, sustainability, private sector based, market oriented);

(iv) Examine the relationship between this Programme and other programmes within and outside the United Nations system; assess the collaboration between TRAINMAR and other programmes in the implementation of national and regional projects; make recommendations for closer cooperation as appropriate;

(v) Study the results and impact of the Programme taking into consideration the views of beneficiaries, business associations, government officials as well as of those of the donor community; record any significant lessons that can be drawn from the experience of the programme and its results;

(vi) Be forward looking, and, on the basis of the lessons learned in particular on the issues identified above, make recommendations on the strategy and priorities of the programme, so as to maximize the benefits for the end-users, the interface with other related programmes within and outside the United Nations system and the relationship with other activities within UNCTAD;

(vii) Assess the adequacy of utilisation of the funds provided for the programme; evaluate the capacity of the TRAINMAR team in delivering the programme (design, market, fund-raise, install and back-stop national and regional country programmes); make recommendations, as appropriate, with regard to future implementation of the programme, including estimates of resource requirements;

7. The evaluation process will commence with the design of assessment tools for each activity that will benchmark actual performance against expected results, using the logical framework approach. The evaluation will cover the activities since 1990, when the programme was last evaluated.

V. Evaluation team and reporting

8. The in-depth study will be conducted by an independent, outside, evaluation team. The team will include a professional evaluator with extensive experience in this area. The team will be complemented by two additional members who will deal with specific tasks. The latter will be knowledgeable of the TRAINMAR programme, familiar with UNCTAD programmes and UNCTAD's programme, planning and assessment procedures, and be constantly involved in the work of UNCTAD's intergovernmental bodies. At least one should have working knowledge of Spanish and French. The study will draw on findings from evaluations/assessments conducted so far. The team will work under the methodological guidance of the Programme, Planning and Assessment Unit (PPAU). Field missions will be organised as appropriate.

9. The evaluation should be completed by 31 May 2000, including the submission of the final evaluation report. The report should be within the space limit of a normal UNCTAD

document (not more than 16 single-spaced pages), together with an annex providing supplementary information.

10. The report of the team will be presented by the evaluation team to UNCTAD intergovernmental bodies, in particular the Working Party, as appropriate. PPAU will coordinate and present comments the UNCTAD secretariat may wish to make on the report to the relevant UNCTAD intergovernmental bodies.

Part 2: A logical framework for the Trainmar evaluation

Project areas	Objectives (quality indicators)	Performance indicators	Means of validation
Networking	• global coverage	• number of regional and national centres • institutional location	• document search • document search - observation • interviews and questionnaire, documentary evidence
	• information flow, pedagogic and substantive updating	• frequencies, samples	
	• exchange of courses and course materials	• frequencies, samples, costs	
	exchange of personnel	• frequencies, examples, costs	
Curriculum	• relevance to maritime transport and global logistics	• number, subject matter areas, pedagogic standard, and date of revision of CST courses	• documentary evidence • interviews • questionnaire
	• completeness of coverage (substantive range)		
	• up to date in terms of practice and pedagogic requirements	• number, subject matter areas, pedagogic standard, and date of revision of other courses developed or adapted in regional and national centres	
	• available in network for local adaptation		
	• suitable for educational integration		

Project areas	Objectives (quality indicators)	Performance indicators	Means of validation
Regional Centres	• acceptability in regional network at governmental and industrial levels • capability of updating courses and instructors in pedagogic and substantive terms • capability and capacity to identify training needs and design new courses • capacity to provide pedagogic and substantive services to other centres on basis of financial sustainability	• response by Governments and industry interests • number and dates of course revisions • number of trainer courses and participants • number and subject areas of new courses • "customer" satisfaction • frequency of services rendered • number of course deliveries and locations	• interviews • documentary evidence • questionnaire
National Centres	• acceptable institutional location • capability of updating courses and instructors • capability and capacity to identify training needs and design new courses • capacity to cover the complete range of training needs related to maritime transport • autonomous continuation in financial, substantive and pedagogic terms	• number of course deliveries • number and subject areas of new courses • "customer" satisfaction • financial results	• interviews • documentary evidence • questionnaire

Project areas	Objectives (quality indicators)	Performance indicators	Means of validation
UNCTAD / Central Support Team - general management	• capability of setting targets, milestones and strategic programme planning • capability of adequate budgeting, financial provisioning and accounting • capability of quality control • project viability • capability of co-ordinating Trainmar with other TA programmes	• Status of objectives, milestones and strategic plans • programme budgets and accounts • external contributions and governance of external input • liaison with other UNCTAD programmes and programmes outside UNCTAD	• documentary evidence • interviews

Central Support Team - particular:	• capability and capacity to provide substantive and pedagogic support to regional and national centres throughout network
	• capability and capacity of programme management:
	  • information services
	  • network building
	• capability and capacity to develop curriculum in terms of generic courses within the subject matter areas of the global supply chain
		• development and updating of courses
		• curriculum development
		• generic course delivery
		• provision of advisory services
			• documentary evidence
			• interviews